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ABSTRACT

The Institutionalized Facilities Program, sponsored by the Division of Special Education of the New York City Public Schools, provides after-school or daily pull-out instruction in pre-vocational education, career education, and daily living skills to students residing in institutions for neglected or delinquent children and youth. In 1982-83, the program reached 3,769 students. Analyses indicated that there was a strong relationship between program attendance and student mastery of career education skills and a moderate relationship between attendance and mastery of daily living skills. These relationships were stronger than those observed in previous program cycles. The program continued to implement recommendations from previous cycles for early preplanning. In addition, in response to the evaluation of the 1981-82 program, assessment of student progress was linked to ongoing instructional planning, which was expanded to include activities of daily living skills as well as career education. It is recommended that preplanning again be initiated as early as possible and that the program continue efforts to provide instruction at the appropriate level for all participants, including the highest functioning students. (Author/KH)

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E.C.I.A. Chapter 1, Part B

INSTITUTIONALIZED FACILITIES PROGRAM

1982-83

OEE Evaluation Report

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O.E.E. EVALUATION REPORT

May, 1984

E.C.I.A. Chapter 1, Part B

INSTITUTIONALIZED FACILITIES PROGRAM

1982-83

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SUMMARY OF THE REPORT

The 1982-83 E.C.I.A. Chapter 1, Part B Institutionalized Facilities Program provided supplementary career education and daily living skills instruction to 3,769 students residing in facilities for neglected and delinquent children and youth. Analyses of the pupil achievement data indicated that the program was highly effective in meeting its proposed goals. Nearly all (98 percent) of the participating students met the achievement objective of mastery of at least 80 percent of their short-term instructional objectives. Accordingly, the criterion of 80 percent of the students was surpassed and the pupil achievement objective was attained.

Analyses indicated that there was a strong relationship between program attendance and student mastery of career education skills and a moderate relationship between attendance and mastery of daily living skills. These relationships were stronger tha those observed in previous program cycles.

The program continued to implement recommendations from previous cycles for early pre-planning. In addition, in response to the evaluation of the 1981-82 program, assessment of student progress was linked to on-going instructional planning which was expanded to include activities of daily living skills as well as career education.

It is recommended that pre-planning again be initiated as early as possible and that the program continue efforts to provide instruction at the appropriate level for all participants, including the highest functioning students.

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I. INTRODUCTION

This is the report of the evaluation of the 1982-83 E.C.I.A. Chapter 1, Part B Institutionalized Facilities Program. Now in its fourteenth year, this program, which was sponsored by the Division of Special Education (D.S.E.) of the New York City Public Schools, provided after-school or daily pull-out instruction in pre-vocational and career education to more than 3,500 students residing in institutions for neglected or delinquent children and adolescents. Participating students resided in 167 sites sponsored by 46 institutions; sites were located throughout the five boroughs and also included two drug rehabilitation centers outside the city. Program staff were the coordinator, ten itinerant supervisors, 250 teachers, and one paraprofessional.

The emphasis of most cycles prior to this was remediation in reading, math, and writing, provided in the context of vocational and occupational instruction. The 1981-82 program represented a transition period in which vocational and occupational education was the main focus of the program, but the academic aspects were retained to a lesser degree.

Findings of the evaluation of the 1981-82 cycle, which served approximately 3,000 students, indicated that the program exceeded its proposed goals; students mastered career education skills at an average rate of 3.6 skills for every five hours of instruction. Regression analyses for mastery by amount of instruction provided further evidence of program effectiveness. Overall, the program operated smoothly and no serious problems were reported. The major obstacle, according to teachers, was substantial pupil transience;

attendance was as high as 90 sessions but the average was only 20.

In the 1982-83 cycle instruction focussed primarily on pre-vocational and career education with the goal of providing students with skills necessary to get and keep jobs; students received individualized instruction using a diagnostic-prescriptive methodology. In response to recommendations and findings of the previous evaluation the program implemented a number of changes. First, the pupil achievement objective was changed to reflect the transience of the student population; instead of using a pre-test, post-test design, assessment of student progress was ongoing and the criterion goal was tied to instructional planning. The second change was the expansion of program goals to include instruction in activities of daily living which was considered more appropriate than career education for the program's younger or lower-functioning students.

The 1982-83 Institutionalized Facilities Program was evaluated by the Office of Educational Evaluation (O.E.E.) through the collection and analysis of data from pupil achievement tests and observation and interview records from visits to randomly-selected program sites.

Data were analyzed to address the following evaluation questions:

- To what extent was the program implemented as proposed?
- Was the program's pupil achievement objective attained?
- What was the relationship between instructional planning and achievement?

The following chapters present the findings on program implementation and pupil achievement for the current program year and relate these to findings and conclusions from previous cycles.

II. EVALUATION OF PROGRAM IMPLEMENTATION

PROGRAM DESCRIPTION

The 1982-83 Institutionalized Facilities Program provided individualized pre-vocational and occupational education to 3,769 students residing in facilities for neglected or delinquent children and youth; a total of 1,436 students participated during the fall semester only, 1,451 during the spring only, and 882 participated during both semesters. Most students attended twice-weekly, after-school sessions; the others received daily pull-out instruction.

Participants, who ranged in age from six to 22 years, included neglected handicapped and non-handicapped children, runaways, pregnant adolescents, students with drug problems, and delinquent adolescents in houses of detention. Over half of the participants were in facilities in which the average length of residence was six months or longer; for one-third it was one-to-six months, and for the remainder it was less than one month.

About half of the students attended day school on-site in their institutions. Usually these were students in houses of detention or drug-treatment facilities, although some handicapped students also attended day school on-site. Others attended neighborhood public or non-public schools or did not attend school.

Student achievement was measured through on-going administration of the Career Education/Prevocational Skills Assessment Inventory or the Activities of Daily Living Skills Assessment Inventory. Teachers set bi-weekly instructional objectives for their students and thus were able to gear lessons

toward short- or long-term goals, depending on students' length of residence, abilities, and needs.

EVALUATION METHODOLOGY

The evaluation of program implementation was based on data collected by O.E.E.-trained field consultants during visits to 60 randomly-selected program sites (41 percent). The consultants observed the program in operation and interviewed teachers; visits took place between January and May, 1983. Data were collected on O.E.E.-developed observation and interview guides.

FINDINGS

Physical Setting and Class Size

Because many of the program sites were also residences, instruction took place in a wide variety of settings, including 18 dining rooms, seven living rooms, seven administrative offices, six recreation rooms, five bedrooms, two special tutor's rooms, and a kitchen. At 14 sites, where all or most of the students attended day school on-site, program sessions were held in classrooms.

Teachers, as well as field consultants, reported that nearly all of the physical settings were adequate for instruction; however, noise levels were distractingly high at eight sites. Although the classroom settings provided more storage space and areas for displaying materials, teachers felt that the home-like atmosphere of the residences fostered receptivity to the program, particularly when house staff were supportive. Two of the ten teachers who taught in day school classrooms said that some students were

resistant to the program because they felt they spent too much time in the same classroom.

With the exception of the Rikers Island site all classes had registers of between two and 11 students, all or nearly all of whom were observed in attendance. In the four Rikers Island classes only 69 out of 134 students were in attendance; others were sick, in court, seeing lawyers or other visitors, or were free on bail.

Program Goals, Instructional Activities, and Materials

Teachers were asked to describe their goals for their students. Responses reflected the overall program goal of improving students' prevocational and career skills and included: improving motivation; helping students to function competently in society; focussing awareness on the need to make decisions concerning work; and increasing self esteem. Teachers at Rikers Island included the goal of helping students became more capable of coping in law-abiding society. Specific vocational goals included teaching students how to behave during a job interview, how to fill out job applications, appropriate vocabulary for work, and how to write a resume. Specific life skills goals included budgeting time and money, writing checks, figuring gross and net pay, and relating life skills to job skills.

The lessons observed matched the teachers' stated goals and included a wide range of activities. Instruction was individualized and in most cases students received one-to-one tutoring; at other sites a combination of small-group and one-to-one instruction was used. The exception was Rikers Island where only small-group instruction was observed.

Many lessons focussed on locating, finding, and applying for jobs. For example, mock job interviews were observed at eight sites; at two of these, students worked with tape recordings in order to improve their skills. At five sites, students filled out applications including, at one site, applications for summer employment; at two sites, students wrote business letters and resumes. Two lessons involved discussion of requirements for jobs listed in classified ads and four lessons covered appropriate behavior during job interviews. In other lessons students filled out checks, insurance forms, credit card applications, time cards, and driver's license applications. Other topics included consumerism, advertising tactics, and budgeting. In one case, the lesson integrated a discussion of careers within the medical profession with first aid instruction.

In two classes for mentally handicapped students, instruction was given in activities of daily living skills. Lessons observed included identification of objects in a circular, use of a peg board to make letters and numbers, and identification of items of clothing.

The most frequently used commercial materials were the Globe and Janus vocational series; over half of the sites made use of one or more materials from these publishers, depending on the needs and interests of students. The following were observed most often: Globe Forms In Your Future, You, The Buyer, and It Happened on the Job; Janus My Job Application File, Writing for Life, and Making Math Count; and Follett Success Skill Series. In many lessons, newspapers and circulars supplemented commerical materials. Audio-visual material, including tape recorders and film strips, were observed in five lessons. About two-thirds of the teachers said they

supplemented program supplies with their own non-commercial materials.

At 49 sites the program supplied all materials and at 11 sites the sponsoring agency did so. For the most part teachers felt that materials were available in good supply; however, at three sites teachers said they had very little, and five teachers said they had sufficient quantity of materials but on too low an educational level for their populations. At four sites, where many students were functionally illiterate, teachers said they would have liked more materials geared to non-readers.

Student Records and Assessment

At all sites student records were complete and up-to-date. Records contained test results, work samples, lesson plans, attendance sheets, teacher logs, and, less frequently, I.E.P.s, student contracts, and anecdotes.

Teachers expressed satisfaction with the revised student assessment procedures which linked measurement of pupil progress to ongoing instructional planning. In contrast to the previous cycle in which about half the teachers interviewed were often unable to post-test all their students, all of the teachers interviewed in the current cycle said they had no difficulties assessing student progress. Moreover, 54 of the 60 teachers interviewed found the assessment procedure "very useful" or "somewhat useful" for instructional planning and evaluation of student progress. The other six teachers said the instruments was either too advanced, too elementary, or not appropriate for their populations.

Staff Background and Pre-program Training

All of the teachers held full-time teaching positions during the day and had considerable teaching experience; 51 of the 60 teachers interviewed had at least five years of experience and 45 teachers had ten years or more. Further, 40 of the 60 teachers had five or more years of experience in teaching special education classes.

All of the teachers interviewed took part in an orientation session conducted by the program coordinator which covered objectives of the program, test administration, data collection, and administrative and clerical issues. A number of teachers stated that they would have also liked to attend seminars with other staff working in similar sites and many suggested that the program provide a book fair or resource person to introduce new vocational materials.

Other Factors

One of the greatest contributors to program effectiveness, according to teachers, was the support and cooperation of the agency staff. About one-third of the teachers cited the assistance of house staff in providing background information on the students, adequate instructional settings, and an atmosphere conducive to learning, as well as enforcement of attendance and discipline. Conversely, at 14 sites, lack of interest by house staff, or scheduling of other activities during program hours were seen as inhibiting program effectiveness.

In addition to the somewhat larger class sizes, the particular circumstances at Rikers Island, where many participants were incarcerated awaiting

trial, were also cited as interfering with program effectiveness there; teachers reported that although most students were involved in the lessons, many were anxious about the outcome of their cases and found it difficult to concentrate.

III. EVALUATION OF STUDENT ACHIEVEMENT

During 1982-83, the Institutionalized Facilities Program served a total of 3,769 students who ranged in age from six to 22 years; average age was about 18 and over 90 percent of the students were between 14 and 21. Males outnumbered females by about two to one.

About half the participants (48 percent) were in institutions because of neglect, 37 percent were delinquent, five percent were in drug-treatment facilities, and the remaining 10 percent, which included some runaways, were in facilities for a variety of other reasons.

Program sessions were generally held twice a week, after regular school hours; over two-thirds of the students (69 percent) received after-school instruction. Other students, primarily those who attended day school on-site, received individual or small group pull-out instruction four or five times a week. For about half the students (50.5 percent), session length was reported as 45 minutes or less, for 29 percent it was between 50 and 75 minutes, and for 20.5 percent it was between 90 and 150 minutes.

Student achievement was measured through on-going administration of the Career Education/Prevocational Skills Assessment Inventory or the Activities of Daily Living Skills Assessment Inventory. Teachers recorded student progress on O.E.E.-developed data retrieval forms, noting for each instructional objective the date when instruction was initiated, when mastery was expected, and when it was attained.

FINDINGS

Complete data were reported for 2,640 students, 70 percent of the popul-

ation. Other students were in residence for only a short time (18 percent), were discharged from the program (5 percent), had low attendance (4 percent), or for other reasons did not have complete data (3 percent).

Attendance

Average attendance for all participants over the full year was about 22 sessions (S.D. = 23.5) and mean percentage attendance was 80.7 percent (S.D. = 20.6 percent). For students receiving after-school career education instruction two or three times a week, average attendance was about 25 sessions (S.D. = 21.6) and mean percentage attendance was 83.8 percent (S.D. = 19.6); for students receiving daily pull-out career education instruction it was about 16 sessions (S.D. = 26.1) and mean percentage attendance was 74.5 percent (S.D. = 20.5 percent); and for students instructed in activities of daily living it was about 33 sessions (S.D. = 20.5) and mean percentage attendance was 85.7 percent (S.D. = 23.4 percent).

Pupil Achievement Objective

The pupil achievement objective was that 80 percent of the participating students would master 80 percent of their short-term instructional objectives. In order to determine whether the pupil achievement objective was attained a percentage mastery score was computed for each student and a frequency distribution of scores was prepared. These data, which are presented in Table 1, indicated that 98 percent of the students mastered at least 80 percent of their short-term instructional objectives; nearly 68 percent mastered all. Accordingly, the objective was surpassed.

Table 1

Frequency Distribution of the Percentage of Scheduled Short-term Instructional Objectives Mastered by Program Participants

Percentage Mastery	Number of Students	Percent of Population	Cumulative Percent
Students Receiving After-school Career Education Instruction			
100	1,247	78.8	78.8
80 - 99	315	19.9	98.7
0	21	1.3	100.0
	1,583		
Students Receiving Pull-out Career Education Instruction			
100	443	47.9	47.9
80 - 99	453	49.0	96.9
0	28	3.0	99.9[a]
	924		
Students Receiving Activities of Daily Living Instruction			
100	90	63.4	63.4
80 - 99	48	33.8	97.2
0	4	2.8	100.0
	142		
All Program Participants			
100	1,786	67.7	67.7
80 - 99	799	30.3	98.0
0	55	2.0	100.0
	2,640[b]		

[a]Does not total 100 percent because of rounding.

[b]Sum of subtotals exceeds 2,640 because some students received both career education and daily living skills instruction.

- Nearly all students (98 percent) mastered at least 80 percent of their short-term instructional objectives; accordingly, the criterion of 80 percent was surpassed.

Although the pupil achievement criterion of mastery of at least 80 percent of their objectives was met by almost all students in each group, there was some variability in the proportion of students who mastered all their short-term instructional objectives. Of the students receiving after-school career education instruction, 78.8 percent mastered all objectives; 63.4 percent of the students receiving activities of daily living instruction and 47.9 percent of the students receiving pull-out career education instruction did so. It will be recalled that this last group, which was comprised largely of Rikers Island inmates plus students at four drug-treatment facilities, had lower average attendance and also lower percentage attendance than the others. According to teacher interviews, anxiety over upcoming court appearances also interfered with students' concentration and attention.

Number of Skills Mastered

In all, 2,507 students were asessed on the Career Education/Pre-vocational Skills Assessment Inventory; of these, 1,583 received instruction two or three days a week after school and 924 received daily pull-out instruction. Frequency distributions of the total number of objectives mastered were prepared for each group. These data, which are presented in Tables 2 and 3, indicated that over 95 percent of both groups mastered at least one new career education skill. Total mastery was substantially higher for the after-school group, 76.5 percent of whom mastered six or more objectives (M = 14.7, $S.D.$ = 11.1), than for the pull-out group, only 53.4 percent of whom mastered mastered at least six objectives (M = 8.2, $S.D.$ = 8.0). However, the Pearson product product-moment correlations between attendance and mastery were essentially the same; for the after-school group it was

Table 2

Frequency Distribution of Mastery of Career Education Skills by Students Receiving After-school Instruction

Number of Skills Mastered	Number of Students	Percent of Population	Cumulative Percent
more than 30	146	9.2	9.2
21-30	311	19.7	28.9
11-20	403	25.5	54.4
6-10	350	22.1	76.5
1-5	352	22.2	98.7
0	21	1.3	100.0
	1,583		

- Nearly 99 percent of the students receiving after-school career education instruction mastered at least one new skill; over 76 percent mastered six or more.

Table 3

Frequency Distribution of Mastery of Career Education Skills by Students Receiving Daily Pull-out Instruction

Number of Skills Mastered	Number of Students	Percent of Population	Cumulative Percent
more than 20	100	10.8	10.8
11-20	109	11.8	22.6
6-10	285	30.8	53.4
1-5	402	43.5	96.9
0	28	3.0	99.9[a]
	924		

[a]Does not total 100 percent because of rounding.

- Nearly 97 percent of the students receiving daily pull-out career-education instruction mastered at least one new skill; over 53 percent mastered six or more.

0.66 ($p < .05$) and for the pull-out group it was 0.67 ($p < .05$). For each group attendance accounted for approximately 45 percent of the variance in mastery.

Career education instruction was most frequently given in the areas of career consciousness, career orientation, and applying for a job. These data, which are presented in Table 4, indicated that, for each of these areas, about 40 percent of the students received instruction on at least one objective.

Only five percent of the total population were assessed using the Activities of Daily Living Skills Assessment Inventory. Of these 142 students, over 97 percent mastered at least one new skill and nearly 68 percent mastered 11 or more ($M = 18.7$, $S.D. = 12.5$). (See Table 5.) The correlation between mastery and attendance was 0.42 indicating that attendance accounted for 18 percent of the variance in the number of daily living skills mastered.

Student Mastery and Short-term Instructional Planning

Further analyses were conducted which examined, for each instructional objective, the date when instruction was begun, the date by which mastery was expected, and the actual date when mastery occured. Two statistics were computed for each student: the proportion of objectives which were mastered on or before the expected date and the proportion of objectives which were mastered in a single program session. Frequency distributions were prepared for each.

According to the data which are presented in Table 6, the large majority of students (81 percent) mastered all of their short-term instructional

Table 4

Number and Percentage of Students Instructed in Each of the Career Education Skill Areas

N = 2,507

Area	Number of Students	Percent
1. Career Consciousness	1,190	47.5
2. Career Orientation	982	39.2
3. Career Exploration	672	26.8
4. Career Competence	726	29.0
5. Career Choice	676	27.0
6. Applying for a Job	912	36.4
7. Job Interview	511	20.4
8. Work Habits	597	23.8
9. Rules	167	6.7
10. Work Routines	391	15.6
11. Adaptation of Routines	305	12.2
12. Work Attitudes	228	9.1
13. Safety	212	8.5
14. Economics of Work	644	26.1
15. Career Changes	118	4.7

- Instruction was most frequently given in the areas of career consciousness, career orientation, and applying for a job.

Table 5

Frequency Distribution of Mastery of
Activities of Daily Living Skills by Program Participants

Number of Skills Mastered	Number of Students	Percent of Population	Cumulative Percent
more than 30	24	17.0	17.0
21 - 30	39	27.5	44.5
11 - 20	33	23.2	67.7
6 - 10	24	16.9	84.6
1 - 5	18	12.7	97.3
0	4	2.8	100.1[a]
	142		

[a]Exceeds 100 percent because of rounding.

- Over 97 percent of the students receiving activities of daily living instruction mastered at least one new skill; nearly 85 percent mastered six or more.

Table 6

Frequency Distribution of the Percentage
of Objectives Mastered by the Expected Date

Percentage	Number of Students	Percent of Population	Cumulative Percent
Students Receiving After-school Career Education Instruction			
100	1,241	79.4	79.4
80-99	269	17.2	96.6
0	52	3.3	99.9[a]
	1,562		
Students Receiving Pull-out Career Education Instruction			
100	760	84.8	84.8
80-99	104	11.6	96.4
0	32	3.6	100.0
	896		
Students Receiving Activities of Daily Living Instruction			
100	84	60.9	60.9
80-99	54	39.1	100.0
	138		
All Program Participants			
100	2,093	81.0	81.0
80-99	402	15.6	96.6
0	90	3.5	100.1[a]
	2,585[b]		

[a]Does not total 100 percent because of rounding.

[b]Sum of subtotals exceeds 2,585 because some students received both career education and daily living skills instruction.

- Nearly 97 percent of the students mastered 80 percent or more of their short-term instructional objectives by the expected date of mastery.

objectives on or before the expected date and almost all (96.6 percent) mastered at least 80 percent of their objectives within the expected time. There was little difference between the after-school and pull-out career education students; however, somewhat fewer (60.9 percent) of the activities of daily living students mastered all their instructional objectives on or before the expected date, but all mastered at least 80 percent of their objectives within the expected time.

Similarly, frequency distributions of the percentage of objectives mastered in a single day of instruction, which are presented in Table 7, indicated that about half the students (58.6 percent) mastered most or all of their objectives on the same day that instruction for the objective was begun; about one-fifth (17.6 percent) mastered all objectives on the same day. There were slight differences among the three groups of students; somewhat fewer of the students receiving pull-out career education instruction (50 percent) or activities of daily living instruction (57.2 percent), as compared with the students receiving after-school career education instruction (63.7 percent), mastered at least 80 percent of their objectives on the same day that instruction was begun.

This finding may be seen as reflecting the nature of the student population, as well as the characteristics of the assessment instruments. Both the career education and daily living skills inventories contain taxonomies of discrete instructional objectives, many of which can be taught in a single session. This together with the high pupil turnover make it likely that teachers have chosen objectives which students can learn quickly, and thus have a sense of accomplishment even if they leave the program after only a few sessions.

Table 7

Frequency Distribution of the Percentage of Objectives Mastered on the Same Day

Percentage	Number of Students	Percent of Population	Cumulative Percent
Students Receiving After-school Career Education Instruction			
100	278	17.8	17.8
80-99	717	45.9	63.7
0	567	36.3	100.0
	1,562		
Students Receiving Pull-out Career Education Instruction			
100	158	17.6	17.6
80-99	290	32.4	50.0
0	448	50.0	100.0
	896		
Students Receiving Activities of Daily Living Instruction			
100	10	7.3	7.3
80-99	69	50.0	57.3
0	59	42.8	100.1[a]
	138		
All Program Participants			
100	456	17.6	17.6
80-99	1,061	41.0	58.6
0	1,068	41.3	99.9[a]
	2,585[b]		

[a]Does not total 100 percent because of rounding.

[b]Sum of subtotals exceeds 2,585 because some students received both career education and daily living skills instruction.

- Nearly 59 percent of the students mastered 80 percent or more of their short-term instructional objectives on the same day that instruction was begun.

IV. CONCLUSIONS AND RECOMMENDATIONS

Analyses of data from 1982-83 pupil achievement records and program observations and interviews indicated that, as in previous cycles, the Institutionalized Facilities Program provided effective remedial instruction to children and adolescents residing in facilities for the delinquent or neglected. The pupil achievement objective of mastery of at least 80 percent of their short-term instructional objectives was met by 98 percent of the students; accordingly, the criterion of 80 percent was surpassed. Although not strictly comparable because of shifts in program emphasis and formulation of pupil achievement objectives, these results indicated improvement over previous cycles.

Increased effectiveness was also apparent from comparisons of the relationship between amount of instruction and mastery; Pearson product-moment correlations were 0.43 in 1981-82 and 0.66 in 1982-83 between instruction and number of career education skills mastered. Comparison of these through the Fisher r to Z transformation indicated a significantly higher correlation in 1982-83 ($z = 11.77$; $n = 2,507, 2,374$; $p < .01$).

Pupil transience continued to characterize the program. Although the average percentage attendance was over 80 percent the average number of sessions attended was only 22; in 1981-82 average attendance was about 20 sessions.

A number of recommendations from the previous evaluation were implemented in the 1982-83 program. In a further effort to meet the requirements of a transient population, the pupil achievement objective was expressed in terms of on-going instructional planning, a change which reportedly made it easier

for teachers to record student progress. In addition, the choice of program goals and assessment instruments were expanded to include activities of daily living skills, a change which was suggested by teachers of younger or lower-functioning students.

The following recommendations are offered to further improve program effectiveness:

- Continue to initiate pre-planning as early as possible.
- Continue to explore additional instructional goals to meet the needs of all program participants, including the highest functioning students.